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ABSTRACT

This bibliography summarizes some recent documents on the role of cities from a variety of sources, such as HEW-funded demonstration projects, universities, and public interest groups. The bibliography is not considered to be exhaustive but to reflect the kinds of information obtainable through PROJECT SHARE on the present topic. Cited documents deal with a variety of topics ranging from administration of services and policy analysis to service delivery experiences. The compilers hope that this collection of annotations will offer useful insights into the role of cities in human services. Order information is provided for documents announced in the "Journal of Human Services Abstracts," for those available from PROJECT SHARE, and for "executive summaries" of any document listed in the bibliography. An index providing author and corporate source access to the bibliography is provided. (Author/JM)

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Roles of Cities in Human Services

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ROLES OF CITIES IN HUMAN SERVICES

As human services have expanded during the past decade, the difficulties associated with the planning for and delivery of human services have also multiplied. Many of these problems are associated with the increasingly complex set of intergovernmental relationships which have developed during this period. An object of the Department of Health, Education and Welfare's Capacity-Building Policy, ennunciated in March 1975, is to assist state, county and municipal officials in rationalizing the responsibilities for the planning, management and delivery of human services among various governmental units.

Recent projects across the nation, such as those of the California League of Cities and that of the New England Municipal Center, have helped in laying out alternative roles for cities in the planning, management and delivery of human services. This bibliography summarizes some recent documents on the role of cities from a variety of sources, e.g. HEW-funded demonstration projects, universities and public interest groups.

These documents have been drawn from the PROJECT SHARE document collection. They deal with a variety of topics ranging from administration of services and policy analysis to service delivery experiences.

We hope that this collection of annotations will offer useful insights into the role of cities in human services.

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Administration of Urban Services.

Chattanooga - Hamilton County Community Action Agency, Chattanooga, Tennessee. Neighborhood Services Program.
May 73 50p
SHR-0000487 Available from PROJECT SHARE, $4.00.

The Chattanooga, Tennessee experience in carrying out the objectives of the Pilot Neighborhood Services Program (NSP) is documented. The program was designed to bring together the resources of five Federal agencies in a concerted attack on inner-city poverty. The concept of coordination of services was central to the program and one of the main objectives of the NSP was the development of a system of coordination. The structure of the coordination mechanism developed in Chattanooga is discussed in detail, as is the development of a planning system for NSP agency activities. Development and implementation of the program's information system is also discussed. An assessment of the NSP reveals that the system's primary advantage is that it allows personnel at various levels to function in the coordination process. The development of the coordination process had a beneficial effect on the work necessary to accomplish planning and information system activities. In the development of such systems several crises had to be overcome: involved agencies had to be convinced of the need for establishment of formal systems, persons participating in the systems had to play a role in the development process, and technical expertise needed to be developed. A coordination system model for the delivery of urban services is developed.

American Federalism: Toward a More Effective Partnership.

Advisory Commission on Intergovernmental Relations, Washington, D.C.
1975 128p
SHR-0000361 Available from PROJECT SHARE, $6.00.

Proceedings are reported of the 1975 first National Conference on American Federalism sponsored by the Advisory Commission on Intergovernmental Relations. Following a brief overview summarizing some issues arising from the conference, the texts of eleven speeches are reprinted in their entirety. The Chairman, Robert E. Merriam, suggested a series of tests to be used in evaluating the performance of the Federal system and challenged participants to test the system against their own experiences. The delegates formed into small groups to discuss major American intergovernmental problems and possible solutions. Among the concerns expressed were: confusion about the roles and responsibilities of each level of government and between the public and private sector; fiscal and service disparities due to local differences; continued proliferation of categorical grants; weak and ineffectual local governments; and lack of accountability and credibility at all government levels. The reprinted papers deal with allotted functions of all levels of government; the roles of the State, local, and county governments in federalism; revenue sharing; Federal assistance including categorical and block grants; issues involved in public control, and the future of federalism. A list of participants is included.

Applying the Systems Approach to Urban Development.

Jack W. LaPatra.

California University, Davis.
1973 300p
SHR-0000569 Available from Dowden, Hutchinson and Ross, Inc., Box 129, 10 North Seventh Street, Stroudsburg, Pennsylvania, $18.00.

The theory of systems analysis is explored as a technique for improving solutions to urban development problems. An introduction to the systems approach gives an overview of systems analysis and explores the tools or systems methodology, such as linear programming, sensitivity analysis, simulation, planning-programming-budgeting, gaming, cost-effectiveness analysis, decision-making, and others. Development models and their uses in urban renewal and development, transportation system development, and regional analysis are discussed. Applications of modeling to the analysis of various urban subsystems -- community health, justice, protective services, education, and welfare -- are described in detail. The potential of the systems approach for dealing with urban problems of the future is considered in the closing chapter. Charts, graphs, schematic flow charts, and supporting data, and mathematical formulations accompany the text. A bibliography is provided.

CAA's and Local Government.
Readiness for Revenue Sharing in Six Communities.

Western Federal Regional Council,
San Francisco, California.
Community Action Agency Transition Task Force.
17 Apr 74 48p
SHR-0000289 Available from PROJECT SHARE, $4.00.

The findings of a task force study undertaken to promote effective transition of Community Action Agency (CAA) functions to general purpose government in six communities are reported. The task force was created in the fall of 1973 by the Federal Regional Council in anticipation of discontinuation of CAA funding under the Economic Opportunity Act. The communities visited were ones in which the CAA had been influential in helping local governments address the needs of the poor; the intent of the task force was to promote capacity building in local governments, and to assist them in incorporating the skills developed in ten years of community action. The areas visited were: Phoenix, Arizona; San Joaquin County, California; Fresno County, California; San Mateo County, California; Orange County, California; and Santa Barbara, California. In all communities visited, the task force found that a need to improve planning and management in local government exists, that CAA's are important to this process, and that planning and management requires citizen participation to be effective. In all six areas, a destruction or weakening of the CAA was perceived to impair local governmental capacity to plan and manage human services programs. In some communities, social planning is carried out either by or with assistance from the CAA; in others, the CAA alone seems to have experience in operating certain kinds of programs, such as manpower. The task force concludes that the capacity to set up and carry out new or altered planning mechanisms is the most serious need facing local governments during the transition to Federal revenue sharing. It is further concluded that a major goal of an effective transition effort to Federal revenue sharing should be the integration into local government of the experience gained through the CAA's. Recommendations are presented concerning implementation of this transition and coordination of Federal capacity building efforts at the local level.

Chattanooga Human Services Delivery System.

Tennessee Municipal League, Nashville.
Feb 75 15p
SHR-0000143 Available from PROJECT SHARE, $3.50.

The development of the Chattanooga Human Services Delivery System, a comprehensive program for providing social, educational and economic assistance to the disadvantaged, is described. The heart of the program is a computerized urban management information system that links various service agencies and tracks their clients through the assistance process. A study by city administrators revealed considerable disorganization in the Chattanooga human services program; authority was fragmented and priorities were ill defined. Service arrangement was inefficient and less than totally effective, and there was a lack of data on program productivity and costs. From a technical perspective, the problem was primarily one of duplicative efforts resulting from inadequate planning and lack of communication. With no one agency equipped to coordinate all services, recipients normally were shuttled from agency to agency in their search for assistance. The initial development of Chattanooga's computerized information system, undertaken in 1970 as part of the U.S. Department of Housing and Urban Development's Neighborhood Services Program, is described. The human services system later was expanded to include a 13-county bistate area. At the time of this report, 42 government and private agencies were participating in the system. Most of these agencies utilize the five induction and referral centers (neighborhood service centers) provided by the City of Chattanooga for planning and coordinating client assistance. In addition, the City manages the information system for storing client data, processing individual assistance programs, following up services delivery, and evaluating the entire process. Client flow through the system is described. Factors of cost, scheduling, personnel requirements and confidentiality that should be considered by communities contemplating a program similar to the Chattanooga system are discussed. An organization diagram of the urban management information system is included.

Cities, the States and the HEW System.

National League of Cities/U.S. Conference of Mayors,
Washington, D.C.
Dec 72 78p
Executive Summary available from PROJECT SHARE
SHR-0000110 Available from PROJECT SHARE, $5.00.

A study made in 1970-71 of State and local government relationships in the Department of Health, Education and Welfare State Plan system is reported. The findings are based on field visits to cities in Connecticut, Colorado, and Washington, and on two conferences held in the winter of 1971 for officials from State, local, and Federal government. Three programs were studied: Comprehensive Health Planning under Section 314 of P.L. 89-749; Title I of the Elementary and Secondary Education Act; and the Vocational Education Act. The report describes the relationship of cities and States to HEW State Plan programs; cites some of the obstacles preventing cities from taking better advantage of these Federal programs; and analyzes the steps or initiatives presently being taken at the Federal, State, and local levels to improve the workings of the system. Included are discussions of the following: powers and responsibilities of cities, weaknesses in the intergovernmental system; politicization of social, educational, and health programs; technical and political decisions; the State Plan concept; State Plan and funds pass-through; formula allocations; systems within the State Plan system; decision points in the State Plan process; emerging issues of HEW's involvement in the intergovernmental system; and Federal initiatives, such as Model Cities, funding and fiscal pattern changes, and legislative initiatives. Throughout the study it was observed that HEW State Plan programs were confusing and that requirements for submission of project proposals under State Plans often were unknown to local officials. It was also observed that policy planning coordination between State and local government did not exist, but that both cities and States are seeking to improve overall development policy.

City of Chattanooga Human Resource Development Program. Final Report.

Jeanne Givens.
Chattanooga City, Tenn.
Aug 75, 212p
Executive Summary available from PROJECT SHARE.
SHR-000106 Available from PROJECT SHARE, $7.75.

The development and operation of the Chattanooga Urban Management information system, including the city's on-line system and the batch-mode system operational in the surrounding region is documented. The information system, implemented in Chattanooga by the Human Service Department's Neighborhood Service Centers and in the region by neighborhood centers operated by Progress for People, Inc., is the heart of the city's resource development program. The centers provide the system's supportive services, including outreach, intake, assessment of needs, referrals, follow-up and transportation. The project has demonstrated the value of a management information system in the services integration effort. In addition to a common data base and supportive services, such a system promotes integration by providing the structure for moving the client through the total service system according to a plan and assuring that services are received until the client's goal is attained. The Chattanooga experience supports the argument that voluntary coordination has little potential for assuring the integration of services. The document provides an overview of the service area and a description of the background and concepts upon which the information system was build. The design and operating procedures of the system are described. Results of the resource development program are analyzed with regard to accessibility, continuity, and efficiency of service provision, and impact and effectiveness of the system are reflected in the community's well-being. Appendices include demographic data; client pathway and effects specifications; a catalog of human resources; confidentiality policy; information system job descriptions; in-put documents; computer applications; operating manuals used by the Joint Planning Committee and Technical Coordinating Committee; and other supporting materials. A bibliography is provided.

Evaluating Human Service Programs and Providers.
A Practical Guide for Municipal Decision Makers.

New England Municipal Center, Durham, N.H.
Apr 76 32p
SHR-0000179 Available from New England Municipal Center,
P.O. Box L, Durham, New Hampshire 03824, $2.50.

Practical approaches to evaluating human services are presented, with emphasis on the utility of these approaches for municipal decision-makers during the municipal budgeting process. It is noted that the purpose of evaluation is twofold: (1) to provide decision-makers with a continuing assessment of the desirability and effectiveness of a particular course of action in achieving stated goals; and (2) to judge whether conditions warrant a change in those stated goals and objectives. For organizations considering development of human service programs the evaluation process requires that: (1) the need for the human service program be justified during the planning stage; (2) goals and objectives for the program be articulated prior to the program's implementation; (3) the service provider be accountable to the community and its funding sources through an evaluation process; and (4) the need for the program be periodically assessed. In general, any evaluation system designed to meet the needs of smaller local governments must relate to the budgetary process, must not require extensive time or staff capabilities for implementation, and must be versatile. Evaluation emphasis varies from municipality to municipality, and may be placed in one of three areas: responsibility (control); management (efficiency); or impact (effectiveness). For each type of emphasis critical assumptions, evaluation criteria and evaluation methods are outlined, followed by a "critical questions" worksheet relative to the particular area of emphasis. In addition, sample worksheets designed to provide municipal officials with comprehensive but condensed information to be used for evaluation purposes are presented. A cooperative evaluation model which would allow several small communities to judge organizational responsibility and program management on a regional basis while maintaining program impact evaluation at the local level is outlined.

Factors Affecting Comprehensive Health Planning in Large Urban Areas.

Linton, Mields and Coston, Inc., Washington, D.C.
June 72 33p
PB-231 586 Available from NTIS, PC$3.75/MF$2.25.

Results are reported of an evaluation of comprehensive health planning agencies (CHP's) in large urban areas to determine which factors contribute to success in achieving objectives and to discover which urban environmental factors contribute to agency development. Six agencies were selected: Boston, Philadelphia, Cleveland, St. Louis, the San Francisco Bay Area and Dallas-Ft. Worth. Agency staff members, government representatives, and representatives of nonaffiliated organizations were interviewed. In all six areas CHP organization has been slow and under constant revision. Organizational difficulties in large urban areas are exacerbated by the large number of diverse interests and organizations. Funding requirements affect organizational progress; the mix of funding available is less important than the size. Despite organizational difficulties, CHP's are able to effect entry into health issues when assisted by the States or the Federal Government. Urban complexities which confront CHP's can be categorized as: functional differentiation and specialization, social differentiation and specialization, professional specialization, and State and Federal influences. It appears that the factors affecting the progress of comprehensive health planning in urban areas are not quantitatively different from those in smaller areas.

Final Report on Contract HEW-RD-74-02.

Massachusetts League of Cities and Towns, Boston.
Jul 75 64p
Executive Summary available from PROJECT SHARE.
SHR-0000076 Available from PROJECT SHARE, $4.50.

Activities undertaken by the Massachusetts League of Cities and Towns as of July 1975 under its contract, with the Department of Health, Education and Welfare to provide technical assistance to Massachusetts communities are described. At the time of the report, the League had dealt with 23 cities and towns in specific projects, such as coordination of human services, personnel classification, reorganization of building permit procedures, feasibility study for a county-wide health department, cost analysis for a public-private human service council, model for human service program evaluation, preliminary study on improvement potential in a local fire and police department, rural development plan, public works reorganization, formation of a town-wide human services planning council, and others. The League provided both consulting and facilitating services, and in some cases conducted studies and wrote reports. A chart presents a summary of the projects in which the League has participated or is participating, with indications of the project activities, nature of assistance, and project status. As samples of the type and quality of work performed by the League, the document includes the Report on Cooperative Purchasing, prepared for the towns of Hanson, Mattapoisett, and Duxbury; the Report on Feasibility of a Health Department for Franklin County, which covers 26 towns; and the Report on Human Services Assistance prepared for the City of Westfield. The document also includes a copy of the Seminar on Human Service Technical Assistance Needs conducted in July 1975 by the League.

Future Cities Design for Policy Analysis.

Kenneth L. Kraemer, James N. Danziger, William H. Dutton,
Alexander M. Mood, and Rob Kling.

National Science Foundation, Washington, D.C.
Research Applied to National Needs.
Jun 75 49p
SHR-0000613 Available from the Public Policy Research
Organization, University of California,
Irvine, California 92717, $3.50.

A proposed Urban Information System (URBIS) research design for urban policy analysis is described. The URBIS design is aimed at policy prescription for future cities rather than a description of policies currently followed by city decision-makers. The design departs from conventional survey mechanisms in that, rather than using random samples, it samples at the extremes of policy and samples in policy variables rather than environmental variables. A severe form of stratified sampling is used to assure adequate distribution of cases on seven variables of major theoretical interest. Emphasis is on evaluation of automated information systems within cities selected to maximize policy variations. In the URBIS design, cities are the primary unit for purposes of sampling. Individual role-takers are units providing most of the data, and both the information processing task and the types of role-takers are the object units of analysis. This urban research design is best utilized in the evaluation of rare policies. The sample is stratified on major policy issues so that their independent policy impact might be better estimated. Extreme cases of different policies are selected to enable a clearer definition of any policy-outcome relationship. It is concluded that the future cities survey design is a potentially useful approach to research questions concerning public policy.

General Revenue Sharing: Research Utilization Project Volume 4: Synthesis of Impact and Process Research.

Stanford Research Inst., Arlington, Virginia.
Dec 75 147p
Executive Summary available from PROJECT SHARE.
SHR-0000325 Available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402, $2.15.

Research on General Revenue Sharing (GRS) and Research Applied to National Needs (RANN) are presented to help Congress determine whether or not the current GRS program satisfies the various objectives still at issue. Some of the issues studied in this impact and process research include fiscal issues, inflation effects, distribution of fiscal assistance, and the perceived need for GRS funds. Actual uses of GRS funds are discussed, including uses in large cities and small jurisdictions. A comparison was made of GRS with other forms of Federal aid, and it was found that State administrators favored GRS and block grants over categorical grants. The process effects of GRS are analyzed according to their influence on the following: government structure and processes, citizen participation, and social services and the poor. Restrictions and requirements are examined as they affect priority expenditures, the use of GRS funds as matching funds, the Davis-Bacon Act and prevailing wage provisions. Problems associated with accountability, such as the requirement to publish planned and actual use reports, are explored. The nondiscrimination provisions are also explained. Appendices provide a list of participants in GRS research workshops and reproduction of Title I of the State and Local Fiscal Assistance Act of 1972. Subject and name indices also are presented.

How They See Us. Comments about State Programs from Local Officials.

Washington State Office of Community Development, Olympia.
Apr 74 77p
Executive Summary available from PROJECT SHARE.
SHR-0000221 Available from PROJECT SHARE, $4.50.

A technical supplement to the Budget Inquiry Kit synopsis is presented by the Washington Office of Community Development. Designed as a companion to the results report of the Budget Inquiry Kit sent to cities, counties, Indian tribes, regional planning associations and/or councils of the government in the State of Washington, the supplement contains two sections. One presents the methodology used in developing the Kit and in tabulating and summarizing its results. The other is the computer printout of the responses of the first 198 jurisdictions responding. It shows the satisfaction or dissatisfaction with each of the 107 State programs covered under the following broad categories: economic development and regulation; education and cultural enrichment; environmental resources and recreation; health--phisical and mental well-being; social service, employment opportunities, and income maintenance; protection of persons and property; transportation; and administration and support services. This information is presented in greater detail than is similar data contained in the synopsis document.

How They See Us. Comments About
State Programs from Local Officials.

Washington State Office of Community Development, Olympia.
Apr 74 157p
Executive Summary available from PROJECT SHARE.
SHR-0000220 Available from PROJECT SHARE, $6.75.

Responses to a questionnaire sent to 307 jurisdictions within the State of Washington concerning 107 different State programs are compiled in this report of the Washington Office of Community Development. A Budget Inquiry Kit, including the questionnaire, was sent to every city, county, Indian tribe and regional planning body in the State. A response was received from 201 jurisdictions. Respondents were asked whether they were familiar with the programs and how satisfied they were with them. Respondents were encouraged to make comments about, or raise issues concerning, the programs. Broad topics covered in the questionnaire were: economic development and regulation; education and cultural enrichment; environmental resources and recreation; health--physical and mental wellbeing; social services, employment opportunities and income maintenance; protection of persons and property; transportation; and administration and support services, with sub-topics contained within each category. A frequent complaint from respondents concerned States mandating local governments to implement various programs while providing no funding for them to do so. Additional funding and planning assistance was requested for water and sewer systems, street and road building and maintenance, expanded programs for the aging, and expanded State funding for education. Funding also was requested to help implement the Involuntary Commitment Law in the mental health area. A more detailed statistical analysis is available in a separate companion document.

Human Services Consortium:
A Combined Municipal Effort in Human Services Management.
Rockingham County, New Hampshire.

New England Municipal Center, Durham, New Hampshire.
Nov 75 12p
SHR-0000307 Available from New England Municipal Center,
P.O. Box L, Durham, New Hampshire 03824, $2.00.

The development of human service evaluation and planning capability in five New Hampshire municipalities is summarized in this case study prepared by the New England Municipal Center. Officials of the five Rockingham County communities met to discuss joint concerns: increased pressure on local governments to fund human service programs; recognition that local officials need basic tools to make human services funding decisions; and realization that some intermunicipal consolidation of authority and resources was the most efficient way to provide the needed tools. Avoidance of duplication in services, a streamlined budget process, and a need for a comprehensive planning system were other concerns expressed. Under a partnership grant from the Department of Health, Education, and Welfare, a needs assessment and resource inventory was completed, and specific budgeting and evaluating tools were designed, including a series of human service manuals and training packages for use by municipal officials and resource agencies in the demonstration area and throughout New England. The major future activity of the project is to form a regional evaluation and planning council for human services. Among the functions of the council will be the standardized evaluation of service agencies, coordinating service programs to avoid duplication, and preparing a regional plan to support Social Security Act Title XX funding. It will also provide a management assistance program for local municipal officials.

21

Integration of Human Services:
The State and Municipal Levels.

Sheldon P. Gans and Gerald T. Horton.

Marshall Kaplan, Gans, and Kahn, San Francisco.
1975 363p
SHR-0000485 Available from Praeger Publishers,
111 Fourth Avenue, New York, New York 10003, $21.50.

The nature and progress of human services integration is evaluated based on a 1972 study by Marshall Kaplan, Gans, and Kahn and the Research Group, Inc., two private consulting firms. The study examined over 30 human service delivery projects nationwide to determine which factors lead to the integration of social services. Case studies developed for each project provide the basic information for the evaluation. The major findings of the study indicate that integration of services is not extensive and that services integration is an evolutionary process. The following factors can facilitate and/or inhibit integration: the sociopolitical environment, project objectives and priorities, project director and staff, service provider objectives and attitudes, and grant administration policies and procedures. It was concluded that there is no one best services integration model. Comparative analyses of the projects are provided and the range of integrating linkages which can be developed between separate agencies are discussed. A critique of the 1972 Allied Services Act is presented based on the experiences of six States. This analysis examines the extent to which each of the six States have consolidated human service functions in a single organizational entity; the extent to which States have developed a multifunctional planning and programming capacity; the extent to which States have decentralized the service delivery system to uniform substate districts; and the extent to which States are structured to provide the coordinated service delivery of programs covered by the Allied Services Act.

22

Local Criteria for Community Information and Service Centers (CISC's).

Office of Telecommunications, Washington, D.C.
June 75 106p
COM-75-11204 Available from NTIS, PC$5.50/MF$2.25.

Information and quantitative methodology are provided for use in selecting locations for use in selecting locations for prototype Community Information and Service Centers (CISC's). The purpose of the CISC is to provide residents with a central source of information concerning their local government. Other activities of the CISC staff include certain direct-service functions, as well as collection of information on citizen attitudes toward local government and its programs. The basic longrange objective of the CISC program is to enable a more rapid and satisfying exchange of information between residents and local government using moder, automated telecommunications technology. Thirty-nine local area social indicators for use in site location are identified and applied to a site selection for Baltimore, Maryland. Criteria for site selection within the local area include access time, availability of service, need, timeliness, value and volume of service provided, eligibility for service, and threshold levels for noticeable value. Possible structures for CISC use include schools, firehouses, welfare centers, police stations, new facilities, multipurpose centers, shopping malls, and others. It is noted that the selected site must be on neutral ground within the community. The document includes supportive tabular data, a list of references and data sources, and appended materials relative to urban facility location.

Municipal Management and Budget Methods.
An Evaluation of Policy Related Research.
Final Report. Volume I: Summary and Synthesis.

Urban Institute, Washington, D.C.
Dec 74 151p
Executive Summary available from PROJECT SHARE.
SHR-0000206 Available from The Urban Institute,
Publications Office, 2100 M Street, N.W.,
Washington, D.C. 20037, $5.00.

Research and formal studies on the utility, impact and effectiveness of five management and budget methods which may be used by local governments are evaluated by the Urban Institute of Washington, D.C. These methods include management by objective (MBO), program evaluation, systems analysis, performance budgeting, and planning-programming-budgeting systems (PPBD). The studies are based on a screening of over more than 10,000 citations, discussions with researchers in the U.S. and abroad, examination of 557 sources, and a written review and evaluation of 66 items. Sources were examined for internal and external validity and for policy relevance. A search of the literature indicated that a lack of evaluative studies of three management and budget systems originally proposed for study -- Performance Budgeting, Service Effectiveness Measurement, and Community Goals Studies -- did not warrant inclusion in this report. This volume contains a summary of findings, a statement of search and evaluation procedures, short narrative chapters which present findings and recommended readings on each of the methods identified above; and bibliographies of more than 500 citations. A separate companion volume presents supportive data.

Municipal Perspectives Study on Human Services.

John G. Melrose and Virginia H. Norman.

Maine Municipal Association, Augusta.
Human Resources Program.
19 Aug 75 67p
SHR-0000424 Available from the Maine Municipal Association, Community Drive, Augusta, Maine 04330, $5.00.

The extent of local involvement in human services is examined in a study conducted by the Maine Municipal Association. The direct provision of services, as well as the indirect provision of services through financing of providers, is analyzed. Municipal attitudes toward the existing human services system in Maine are noted, along with the changes municipal officials perceive to be necessary. Municipal perspectives on the level of service delivery are reported. Methods for improving local involvement through such mechanisms as building citizen participation, increasing technical assistance, and developing interlocal agreements are also investigated. A survey of 359 municipalities to define the municipal role in human services showed that recreation for youth was identified as having the highest priority. Dental health services were rated second in priority of all human services. Facility development for recreation was the third highest need indicated by communities through survey data. Recreational services were considered to be a local responsibility by all population groupings. Housing for the elderly, winterization services, and low income housing were rated fourth, fifth, and seventh highest priorities by municipalities. Recreation and social services for the elderly, drug abuse services, and transportation for the elderly were rated as sixth, eighth, ninth, and tenth, respectively. Tabular data are provided on municipal human service priorities in Maine.

Municipal Planning and Management:
A Report on Its Status in the United States. Volume I.

National League of Cities/U.S. Conference of Mayors, Inc., Washington, D.C.
Oct 74 137p
Executive Summary available from PROJECT SHARE.
SHR-0000496 Available from PROJECT SHARE, $6.00.

The status of municipal planning and management in the United States is examined in a study sponsored by the Department of Housing and Urban Development (HUD). The primary objective of the study was to examine problems facing local government relative to planning and management and to identify needs which must be met to bring about any substantial improvement in city government planning and management processes. Emphasis was placed upon determining planning and management needs as perceived by local officials and organizing these views into a coherent description of problems and needs at the local level. The study addressed three major areas: (1) identification and analysis of primary planning and management needs of city government; (2) identification of methods by which HUD can effectively assist city governments to improve their planning and management processes; and (3) determination of the possible effects of proposed revenue sharing on planning and management processes and on the distribution of Federal, State, and local resources to programs aimed at assisting minority groups. Implementation of the study was accomplished through field visits in six cities during 1971 and 1972, State league seminars in four States during September and October 1971, development of special topic papers, and a questionnaire to provide additional information concerning the planning and management needs of local government.

Neighborhood Government in New York City.

New York City Office of Neighborhood Government.
Mar 74 86p
Executive Summary available from PROJECT SHARE.
SHR-0000338 Available from PROJECT SHARE, $5.00.

An attempt to improve the management, efficiency and accountability of city service delivery in New York City through administrative decentralization is examined in this report describing the establishment of district service cabinets administered by the Office of Neighborhood Government (ONG). The cabinet is composed of local commanding officers from all major city agencies (police, fire, sanitation, health, parks, highways, housing, and social services) coordinated by a full-time district manager appointed by the mayor. Initially, eight experimental districts were chosen to implement the plan. Because of positive service improvements effected by the first cabinets, 18 additional cabinets were formed in mid-1973. Thus, this new approach to decentralized urban management now covers more than 45 percent of the city's 62 Community Planning Districts. The cabinets have carried out hundreds of projects through which various agencies have integrated their services. Some difficulties were encountered, such as a need for more authority granted to local officers and a common recognition of agency boundaries, but despite these and other obstacles, a form of "neighborhood government" has operated with significant and growing success. Measures leading to this experimental program are explained, and the structure of ONG is detailed. Some of the problems involved in evaluating such a program are discussed, and the suggestion is made that the district service cabinet model might meet the needs of other cities with similar problems. A bibliography is provided.

New York City and the Social Services:
Selected Bronx Communities.
Interim Study Report No. 5.

New York State Temporary Commission to Revise
the Social Services Law, Albany.
Mar 73 176p
Executive Summary available from PROJECT SHARE.
SHR-0000165 Available from PROJECT SHARE, $7.50.

The New York Temporary State Commission to Revise the Social Services law conducted a study in selected Bronx communities of New York City to describe the scope, structure, delivery, and coordination of personal social services. Because of the size of New York City, it was decided to take a general look at the city's overall public and private social service network and then examine each of three selected neighborhoods in the Bronx to ascertain the availability of social services to the residents of those areas. Information on social services in the city as a whole was obtained by culling agency reports and relevant directories of services and by interviewing people with special knowledge about social services in public and private sectors. Agency profiles for the Bronx neighborhood studies were developed as the result of field visits to agencies in the particular area and interviews with appropriate staff. The profiles are included in three appendices to the report, with two other appendices relating to functional and service districts, areas, and regions in the study area and a map of community planning districts in the Bronx. Based on the overall study, it was concluded that social services are fragmented among numerous public and private agencies in New York City and in the different Bronx neighborhoods.

Opportunities for Municipal Participation
in Human Services.

New England Municipal Center, Durham, N.H.
Aug 75 32p
SHR-0000075 Available from New England Municipal Center,
P.O. Box L, Durham, N.H. 03324, $2.00.

As part of the New England Municipal Center's Human Resource Series, this manual provides elected and appointed municipal government officials with alternative methods of dealing with local human resource problems. The manual outlines alternative opportunities for municipal participation in the human service delivery system, shaped by the following: (1) responsibilities within the local service system which a wide variety of governmental and private organizations have accepted, and the extent to which these organizations meet these responsibilities; (2) relationships between municipal government and other governmental and private human service participants; and (3) roles available to municipalities within the system. Alternative roles, or ways in which municipalities can participate in the human service system, may include funder, provider, facilitator/coordinator, capacity builder, or regulator. Funding, staff expertise, and attitudes of the community are seen as possible limitations on the choice of roles available to municipal officials. Prerequisites, characteristics, advantages, and disadvantages are outlined for each alternative role, and examples of activities which might be incorporated in each role are provided. Checklists for responsibility, relationship, and role identification activities are provided for practical application at the local level. A case study describes the approach taken by one municipal government in establishing the role it should play in the delivery of human services to the small community (population 6,500) which it represents.

Organizing to Develop an Integrated
Municipal Information System.

Public Technology, Inc., Washington, D.C.
Feb 73 93p
Executive Summary available from PROJECT SHARE.
SHR-0000203 Available from PROJECT SHARE, $5.00.

Guidelines for the development and implementation of an Integrated Municipal Information System (IMIS) are presented. The system is designed to provide local governments with a mechanism for obtaining accurate, significant, and timely information to support the decision process. The report draws on the experience of six cities which developed pilot IMIS's under a program of the Urban Information Systems Inter-Agency Committee (USAC) and incorporates current organizational findings. A principle objective of the USAC project was to test the feasibility of transferring the entire system, or parts of it, to other cities. These systems are comprehensive in nature and are grouped into four subsystems: public finance, public safety, human resource development, and physical and economic development. The basic functions of an IMIS are discussed; the terminology is defined; and the conceptual philosophy is reviewed. Social, economic, legal and government constraints relating to the development of an IMIS are described and a suggested organization structure is charted with consideration given to the various elements of an IMIS. It is recognized that this structure will not fit every city, but is presented as an illustration of board and committee membership function. A bibliography is provided.

Planning and Human Need.

Phil Heywood.

Gloucestershire College of Art and Design,
Gloucester (ENGLAND). Department of Planning.
1973 196p
Executive Summary available from PROJECT SHARE.
SHR-0000604 Available from Praeger Publishers,
111 Fourth Avenue, New York, New York 10003, $10.00.

Municipal planning is examined in relation to human needs. Consideration is given to the planning of housing, work, movement, and the face of a city, and methods are suggested for finding an approach to planning that avoids the sacrifice of human values and social satisfactions to economic efficiency. It is contended that citizen consultation in strategic decisions and participation in local ones are essential in making cities more responsive to human desires and demands. The monopolization of planning by any individual or group is discouraged, and true participatory planning is considered to involve the equitable distribution of wealth and power and recognition of resource limitations. Recent planning activities such as large public housing projects, wholesale destruction of housing for urban renewal programs, and rigid master plans are believed to be ineffective planning tactics. A positive outline is offered for planners to follow, with emphasis on a national housing policy that develops a comprehensive plan which is responsive to local needs and innovative enough to use existing structures. It is argued that a system of mass transportation is needed to end overdependence on automobiles and urban sprawl. A list of references is provided.

31

Planning and Management Guide for City Officials.

National League of Cities/U.S. Conference of Mayors, Washington, D.C.
Dec 74 90p
Executive Summary available from PROJECT SHARE.
SHR-0000612 Available from the National League of Cities/ U.S. Conference of Mayors, Publications Center, 1620 Eye Street, N.W., Washington, D.C. 20006, $5.00.

Guidelines for city officials are presented that were developed for use by the executive leadership in city government to help fill the need for assistance in building planning and management capacities. Executive leadership is considered to include the mayor, city council, and other appointed and elected officials who assist the mayor and council in developing city policies, directing the implementation of plans and programs, and monitoring and evaluating city government operations. The planning and management guidelines, developed by the National League of Cities and the U.S. Conference of Mayors, introduce executive leadership officials to the basic concepts of planning and management, identify resources available for constructing an adequate planning and management system in city government, and suggest means for maintaining a comprehensive planning and management system under changing conditions. The guidelines are intended to give interested members of the executive leadership team an overview of the basic ingredients involved in a planning and management system as opposed to being technical means for implementing all portions of planning and management operational methods. Appendices provide additional information on Federal assistance programs supporting executive planning and management capacity by functional area; municipal legal powers and authority; executive leadership planning and management needs studies; Federal regional councils; and a directory of selected resource organizations.

Privacy, Security, Computers and the City.

Long Island University, Greenvale, New York.
Municipal Information Systems Research Project.
Feb 74 214p
Executive Summary available from PROJECT SHARE.
SHR-0000298 Available from PROJECT SHARE, $7.75.

Issues of privacy and data security as they relate to municipal information systems are discussed, and methods for dealing with the problems inherent in these issues are presented as an aid to city officials and citizens concerned with the handling of personal data at the municipal level. Following a general discussion of the nature of the developing problems of privacy and data processing security, a method of organization for data access control is described, beginning with formulation of a plan which sequentially places the various documents that must be prepared, the processes for which they must provide, the people who must participate in those processes, and time allowances for each step involved. The first document noted in the plan is a draft resolution creating an ad hoc data access control committee to become familiar with the subject and to make recommendations to the city council. Special problems about which local decisions will need to be made, the nature of and need for software auditing, and physical security control measures are discussed. Special problem areas considered include: collection of data, public and restricted records, classes of sensitivity, sensitivity transience, data environment and sensitivity, dedicated systems, accuracy of data, elimination of data, access to data, the "need to know" test, simple aggregation, complex aggregation, sale of data, and system flexibility. Physical security considerations include: the costs of security, data and software protection, equipment protection, physical hazards, unauthorized penetration, and sabotage. Final chapters deal with development of an ordinance creating a data access control board, as well as preparation and implementation of data access control administrative regulations. Appended materials include data control ordinances and regulations from several different cities, a classified annotated bibliography, and an index.

Program Profile: Neighborhood Development.

Council for Community Services, Inc.,
Providence, Rhode Island.
Apr 75 23p
Executive Summary available from PROJECT SHARE.
SHR-0000334 Available from PROJECT SHARE, $3.50.

The organization and development of ways of meeting the needs of low-income urban neighborhoods are explored in this report by the Council for Community Services, Inc. There is a clear need for neighborhood development in all urban communities in Rhode Island. By definition, neighborhood development conceptualizes neighborhood residents going outside their immediate neighborhoods to join coalitions from other neighborhoods, linked with city and statewide agencies concerned with areas of mutual concern. In some cases, urban ghetto areas may be able to benefit from the organizing energies and influence of wealthier communities if appropriate coalitions and alliances are negotiated. Funds from the U.S. Department of Housing and Urban Development (HUD) are available for neighborhood development, and in Rhode Island, there are major organizations with actual or potential impact in this area. The four basic clusters of organizations include: OEO-sponsored, diocesan-initiated, United Way-supported, and those allied with various unions. Organizations included in the above clusters are described. Recommendations include the continuance of present agencies working in the area, implementation of the concept by neighborhood centers or settlement houses, and the development of appropriate mechanisms to link newly emerging community centers with the United Way.

Report on Attleboro: A Plan of Action for Human Services.

Massachusetts League of Cities and Towns,
Boston, Massachusetts.
Dec 75 19p
SHR-0000329 Available from PROJECT SHARE, $3.50.

A plan of action for human services, developed in Attleboro, Massachusetts, with particular emphasis on problems created by the closing of a State mental hospital in the area is reported. Human service evaluation procedures are outlined, recognizing that existing staff levels must be supplemented to carry out the necessary research required for identifying unfulfilled needs. The city of Attleboro is addressing itself to human service needs within the community. It is seeking to do this in an orderly fashion, rather than having to react to a crisis situation as in the case of the closing of Foxboro State Mental Hospital. Information on the identification of unmet needs will assist the city in determining its future role in relation to human services. A comprehensive plan has been developed which recommends the formation of a human service commission. Such a commission would be staffed on a full-time basis by an individual with a background in social services. It is recommended that all cities and towns increase their efforts to provide input into the planning process on human services issues. It is further recommended that State agencies encourage participation by local government. Recommendations relating to the improvement of human services in Attleboro concern human service inventories, evaluation of requests for city support, human service opinion surveys, compilation of socioeconomic data, and the establishment of a human services center.

Report on Williamstown Human Services.

Massachusetts League of Cities and Towns,
Boston, Massachusetts.
Nov 75 29p
SHR-0000327 Available from PROJECT SHARE, $4.00.

An assessment of contractual services in Williamstown, Massachusetts, is provided by the Massachusetts League of Cities and Towns as a basis for expansion of existing services or introduction of new services. Williamstown has purchased services since 1974, and while the purchase of contractual human services makes the management of town funds simpler, it does create financial problems for providers and can disrupt traditional community organization orientation. One problem Williamstown faces is determining the proper role of the town in financing human services. It is recommended that an Administrative Human Service Advisory Committee be established for the purpose of evaluating, making recommendations, and coordinating human service efforts. Other recommendations include the following: appointment of a part-time human service coordinator to serve as a referral agent for those seeking assistance and to provide liaison between the advisory committee and the town council; establishment of standardized request for funding procedures; utilization of an inventory of human service agencies in the area; and conducting a needs assessment study. Appendices contain budget request forms and instructions and the finance committee narrative report.

Riverville Social Services Information and Referral System.

California University, Irvine, Urban Information System Project. June 75 41p

SHR-0000326 Available from Policy Research Organization, University of California, Irvine, California 92717, $3.50.

The health and welfare information and referral system in Riverville, California, is described as a prototype of a social service information and referral system. The entire social service system in Riverville, an industrial town of 170,000 people which serves as a regional center for several rural counties, is discussed in the context of socioeconomic background information. The Urban Management Information System (UMIS) provides online retrieval of client records, services the client has been referred to, and services received through terminals located in three neighborhood service centers. UMIS is designed to increase the effective delivery of community services through a set of articulated service goals. Of the 150 agencies that provide services to neighborhood center clients, 35 are fully "on" UMIS, and 25 are partially "on" UMIS. Entry procedures, client followup, and recording of services through UMIS are described in detail. Among the questions that arise in agencies deciding to utilize UMIS are data accuracy and Federal auditing. Some benefits accrued through UMIS are: a single intake form for all participating agencies, monthly statistical summaries, and a coordinated client referral and tracking system. References are included.

Service Delivery at the Neighborhood Level:
Experience, Theory, and Fads.

Alfred J. Kahn.
Oct 74 57p
SHR-0000168 Available from PROJECT SHARE, $4.50.

The history of personal, or general, social service delivery at the community level is traced in these conference papers, and changes in theory and emphasis are examined. It is noted that public social welfare services were originally tied to circumstances in which most users were poor, but over a period of two decades, the target population has changed to include families of all social classes, including those needing specific programs such as alcoholism and drug abuse. The concern with juvenile delinquency that developed in the late 1940s eventually brought forth outreach techniques that were used in many types of delivery services. During the late 1960s and early 1970s a new concern became evident, and efforts were made to decentralize some of the large scale programs of earlier years and return these services to the neighborhoods. Some government-initiated changes in services delivery, such as service integration and case integration, are discussed, and the creation and components of a service network are examined. The concepts of area versus functional organizations are compared, and the issue of social work and the generalist is reviewed. The suggestion is made that in the delivery of social services, much faddism has been exhibited, and that it is necessary to create service delivery experiments and 'neighborhood laboratories' in which to test theories and increase knowledge. This conference paper was prepared for presentation at the Symposium on Neighborhood Society of New York in October, 1974.

Street-Level Governments: Assessing Decentralization and Urban Services.

Robert K. Yin and Douglas Yates.

Rand Corp., Washington, D.C.
1975 278p
Executive Summary available from PROJECT SHARE.
SHR-0000540 Available from Lexington Books,
D.C. Heath and Co., 125 Spring Street,
Lexington, Massachusetts 02173, $17.44.

Decentralized government is assessed within the urban service context. Urban decentralization is considered to be primarily influenced by, and at the same time involves a structuring of the relationship between, those who govern and those who are governed. It is contended that urban services are the product of policy-making at its point of contact since urban services operate at the street level and deal with tangible problems and individual residents. This street level view of urban government leads to the observation that different urban services are differently constituted, that the relations between server and those served has somewhat different traditions, and that problems of service delivery at the street level are not problems of a single governmental structure but rather those of different street level governments. Such governments differ in their decision-making processes; internal relations of authority; ethnic, age, and sex composition of employment; and openness to the participation and demands of the governed in influencing service policies. Specific issues addressed in the decentralization of urban services include the following: historical development of neighborhood service and delivery; evaluative framework for decentralizing urban government; outcomes of urban decentralization; public safety; health; multiservice programs; education; economic development; and the relationship between decentralization and urban policy. Appendices provide additional information on case studies analyzed in regard to decentralization.

Study of the Roles for Cities Under the Allied Services Approach of the Department of Health, Education, and Welfare.

National League of Cities/U.S. Conference of Mayors, Washington, D.C.
Jan 74 230p
Executive Summary available from PROJECT SHARE.
PB-238 297 Available from NTIS, PC$8.00/MF$2.25.

The proposed Allied Services Act as it relates to cities and to the intergovernmental human services planning process is assessed in a study by the National League of Cities-U.S. Conference of Mayors. The study, which involved a year-long evaluation of demonstration efforts to test the implementation of the proposed Allied Services Act at the local level, assessed the capability of municipal governments of nine selected cities to play a role in the localization or regionalization of human services delivery. The methodology consisted of background research, establishing contact with appropriate authorities and resource personnel, and field visits to the selected cities. Evaluation of all information indicates that: (1) the most important changes at the local level are structural in character, i.e., creation of new agencies and coordinating institutions; (2) city planning processes have moved toward broader and more inclusive planning for a wider range of programs; (3) the cities view State agencies as being unsupportive of local planning efforts or as proceeding independent of local input; (4) the present structure of the human services system at State and Federal levels militates against city involvement; and (5) rationalization of service area boundaries is a low priority issue. The primary conclusion is that there is an absence in the cities of an effective and authoritative central focus for human services planning and implementation. City involvement is recommended in three major areas--needs assessment, priority determination for the local jurisdiction, and monitoring/evaluation. The appendix contains the nine site reports.

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